Memorandum City of Lawrence Douglas County Planning & Development Services

TO: Planning Commission

FROM: Scott McCullough, Sheila Stogsdill

Date: For May 23, 2016 meeting

RE: Item No. 6: TA-13-00235 -

Revisions to Development Code, Article 9 – Parking,

Sections 20-908 and 20-915

Attachments: Proposed Sections 20-908 & 20-915

Sections 20-908 and 20-915 address standards related to where parking areas may be located on property and standards specifically related to driveways and access. As previously presented, these amendments are intended to address several items.

20-908 - Parking Lot Locations:

- Establishes setbacks for parking lots serving various types of land uses Policy Question: Should setbacks for parking lots in RS Districts (such as for churches or day care centers) be different than when those nonresidential uses are located in RM Districts? Currently the code requires all parking lots in all residential districts to be located 25 feet from street right-of-way. Should access aisles for a parking lot be permitted within the 25 foot setback?
- Establishes a setback from adjacent nonresidential property lines for parking lots that are located in nonresidential zoning districts
- Relocates standards related to the location of driveways to Section 20-915

20-915 – Driveways and Access Management Standards:

Section 20-915 has been reorganized and revisions incorporated to clarify and specifically identify which standards apply to different types of development *(low-density residential or non-residential uses)*.

When the 2006 code was adopted and the RS5 & RS3 districts were created, a 12' limitation on residential driveways was also adopted. This standard was intended to limit suburban width driveways in neighborhoods where narrow drives were predominant. There have been a number of variance requests from this standard where wider driveways already existed in RS5 areas. The revisions include an administrative waiver (instead of a BZA variance) where the narrow standard is not the norm.

Chapter 16 of the City Code provides standards related to driveways for single-family and duplex lots. When the Development Code was adopted in 2006, changes were made to Chapter 20 which resulted in lack of consistency in the regulations. According to Chapter 16 residential lots which have at least 100' of frontage are permitted two curb cuts. The Development Code changed that requirement to 200' which is double the widest lot width the code requires in residential zoning districts. Staff has found the requirement to be burdensome and has seen numerous variance requests. The proposed revisions align with the existing provisions in Chapter 16.

This section also includes modifications to street design standards including turn lanes, sight distance and driveway spacing. Waivers from access standards are proposed as an administrative process after consultation with the City Engineer.

This section has also been reorganized to include the following changes:

- Consolidates all locational criteria for residential driveways in one section
- Inserts standard driveway details from Chapter 16 of the City Code for Detached Dwellings and Duplex Dwellings
- Clarifies the lot frontage requirements for second curb cuts in various situations
- Incudes a preference for alley access to residential lots when an alley is available
- Suggests a standard layout for parking along alleys for Duplex Dwellings (based on recommended configuration presented in the draft Oread Design Guidelines)
 - o prohibits on tandem (stacked) parking
 - o limits garage size to a two-car bay

Policy Questions: Should this standard be applied City wide where alleys are constructed or limited to certain areas?

Should Duplex Dwellings constructed on an alley be limited to only one twocar garage?

PROPOSED 20-908

20-908 OFF-STREET PARKING LOT LOCATION

(a) General

Except as otherwise expressly provided in this section, required off-street parking and loading spaces shall be located on the same Lot as the Principal Use (See Section 20-909 for possible exceptions).

(b) Residential Districts

- No part of a Parking Area including access aisles, but excluding, ether than a Driveway, may be located within 25 feet of a Street right-of-way in any residential Zoning District.
- (2) Parking lots serving residential uses shall be setback a minimum of 5 feet fromside or rear property lines when adjacent to other residentially-zoned property.
- (3) Parking lots serving nonresidential uses permitted in residential districts shall be setback a minimum of 10 feet from side or rear property lines when adjacent to residentially-zoned property.
- (4) Bufferyard standards set out in Section 20-1005 may affect parking lot locations.
- (4)(5) No more than 4 vehicles may be parked on Driveways or turnarounds within the required Front or Side Setback of any Lot in a residential Zoning District.
- (2) Single or double Driveways and turnarounds may not be used to provide required off-street parking within the required Front or Exterior Side Setback with the exception of when they are serving a Duplex or Detached House Dwelling.
 - a. With Planning Director permission approval, a parking area may be permitted closer than 25 feet to an adjacent street in an exterior side yard if the orientation of the structure allows the principal building to be located closer than 25 feet to the adjacent street.
- (3)(6) No parked vehicles required off-street parking spaces shall overhang extend into the right-of-way or block a portion of the any sidewalk.
- (4)(7) ADD REFERENCE TO 2' OFF SIDE PROPERTY LINES AND SKETCH?
- (5)(8) Where alleys are available, parking shall be provided along the alley in accordance with the following diagrams:

INSERT DIAGRAMS FROM CODE INTERPRETATION

http://www.lawrenceks.org/assets/pds/planning/documents/Alley_Park.pdf

- (6)(9) Driveway widths may not exceed 26 feet in residential Districts. All Driveway cuts into the Street require a permit and must be approved by the City Engineer in conformance with the standards outlined in Chapter 16, Article 3 of the City Code. [moved to 20-015]
- (7) In RS3 and RS5 Districts, residential Driveways may be constructed a maximum of 12' wide to reduce pavement width and maintain the character of the neighborhood. [moved to 20-915]

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(c) Nonresidential Districts
The location of off-street Parking Areas in Commercial and Industrial Nonresidential Zoning Districts shall comply with the adopted city design standards and the following standards:

		Minimum Setback (feet)**		
District	Allowed Location	From Right-of- Way	From Residential Lot Lines	From Nonresidential Lot Lines
CN1	Not allowed between the Facade of the Building with the main entrance and the Street- when new/major development projects are proposed.			
CO	No restriction except as specified in Article 5.			
CN2	No restriction except as specified in Article 5.			
CD	Prohibited between a Building and any Street			
CC				
CR				
CS		15	10	<u>5***</u>
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IL	No contribution account an execution of the Author E			
IM	No restriction except as specified in Article 5.			
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OS				
MU	Prohibited in the Primary Development Zone and prohibited between a Building and any Street in a Secondary Development Zone. No restriction in a Tertiary Development Zone.			

^{**} Setbacks may also be affected by required Bufferyards as identified in Section 20-1005.

WHAT IS SETBACK FROM NONRESIDENTIAL LOT LINES?

^{***} Unless reduced through approval of a site plan or development plan.

PROPOSED 20-915

20-905 DRIVEWAYS AND ACCESS

The standards of this section apply to all Driveways providing Access to multi-Family or nonresidential uses, developments as indicated below.

(a) General Standards

- (1) Vehicular Access to property from the adjacent street frontage is allowed only by way of Driveways. No other portion of the Lot Frontage may be used for vehicle ingress or egress..., nor may any Parking Area or Access Drive be arranged so that any vehicle may back directly onto a Street. All Driveway cuts into the Street shall require a permit from the Public Works department unless approved through site or development plan approval.
- When available, Alley Access is encouraged and preferred. Alley parking for Detached Dwellings and Duplex Structures shall conform to the locational standards established in Section 20-915 (b) and (c).
- (3) Driveways shall intersect the Street at right angles, unless approved by the City Engineer,
- (4)(4) All Driveway curb cuts require a permit from the Public Works Department unless the Driveway is approved through a building permit, site plan or development plan.
- (2) Driveway designs shall allow an entering vehicle turning speed of 15 miles per hour to help reduce interference with through Street traffic. Radii of Driveway shall be sufficient to achieve this standard for the types of vehicles that the Driveway is intended to serve.
- (3) There shall be sufficient on-site space to accommodate queued vehicles waiting to park or exit, without interfering with Street traffic.
- (4) Provisions for circulation between adjacent Parcel should be provided through coordinated planning or Cross Access Agreements.
- (5) Driveways shall be placed and designed so that leading and unleading activities will not hinder vehicle ingress or egress, and that vehicles entering the Driveway from the Street will not encreach upon the exit lane of a two way Driveway. Also, a right-turning exiting vehicle shall be able to use only the first through-traffic lane available without encreaching into the adjacent through-lane.
- (5) No-Lots that is less than 51 feet in width and that was created (by subdivision or re-platsubdivision) after the Effective Date with widths of 50 feet or less, shall only have a Driveway Access to a Public Street. Driveway Access to such a Lot shall be from an Alley or by a Shared Driveway.
- (6) Driveways serving residential properties shall be located at least 2 feet from side property lines.
- (7) No more than 4 vehicles may be parked on Driveways or turnarounds within the required Front or Side Yard Setback of residentially-zoned properties.

(6)

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(7) Driveways shall intersect the Street at right angles,

(b) Driveways serving Detatched Dwellings

(1) Driveways may not exceed 26 feet in width at the property line except in and shall conformance with the design standards outlined in Chapter 16, Article 3 of the City Code (see diagram below) or as limited below;

DRIVEWAY DETAIL FOR A SINGLE FAMILY HOME

SCALE : 1"=10'
(SKETCH A)

NOTE: DRIVEWAY APRON MAY BE FLARED, IF DESIRED, HOWEVER, THE MAXIMUM WIDTH AT THE CURB REMAINS AT 26 FEET.

Last Update: 6/18/96

(i) In RS3 and RS5 Districts, Driveways shall be a maximum of 12 feet wide to reduce pavement width and maintain the character of the neighborhood.

(ii) However in RS3 and RS5 Districts, Driveways may be constructed widerthan 12 feet when the Planning Director has determined that a majority of
the Driveways in the same block are more than 12 feet wide.

(2) Driveways within the required Front or Exterior Side Yard Setback may be used to provide the required off-street parking spaces for Detached Dwellings.

(3) Tandem or stacked parking spaces on Driveways may be utilized to provide the required off-street parking spaces for Detached Dwellings. Formatted: Font: Bold

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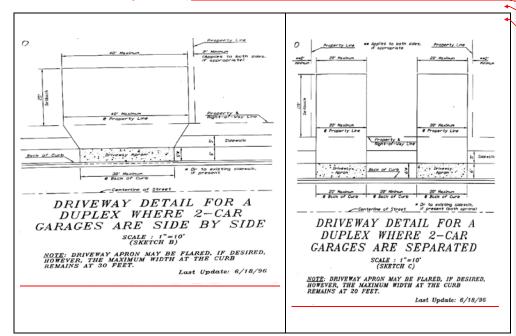
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(c) Driveways serving Duplex Dwellings

Driveways shall conform to the design standards established in Chapter 16, Article 3 of the City Code for access from streets to Duplex Structures (see diagram below):



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Tandem or stacked parking spaces may only be utilized on Driveways accessed from a street to provide the required off-street parking spaces for Duplex Dwellings,

Where alley access is available, parking for Duplex Dwellings shall be provided from the alley and a Driveway(s) to the abutting street shall not be constructed to support the Duplex Dwellings.

Parking configurations permitted to support Duplex Dwellings accessed+ from alleys must conform to one of the following diagrams: (insert diagrams from Oread Guidelines)

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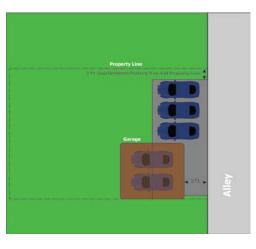
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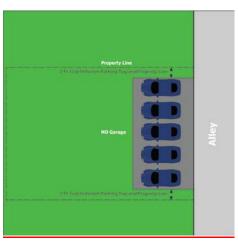
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(d) Driveways serving Multi-Dwelling, Group Living or Nonresidential Developments

No Parking Areas or and Access drives shall be arranged so that any vehicles may shall not back directly onto the Street,

Driveways shall be designed to provide a minimum vehicle turning radii of 15 feet. Greater radii may be required by the City Engineer if needed to accommodate the types of vehicles that the Driveway is intended to serve,

Access drives to Parking Areas shall be located to provide sufficient on-site space to accommodate queued vehicles waiting to park or exit without interfering with on-street traffic.

Provisions for circulation between adjacent Parcels on Collector and Arterial Streets should be provided through coordinated planning.

Cross Access or Public Access Easements shall be dedicated to ensurecoordinated access between properties when a property is platted or a site plan/development plan is approved.

(ii) Easements should be recorded at the County Register of Deeds office

(b)(e)Turn Lanes and Tapers

Turn lanes lanes and tapers are required, unless determined to be unnecessary by the City Engineer, when:

- (1) Driveways intersect Arterial Streets. Turn lanes shall be a minimum of 150 feet in length plus the taper;
- (2) Driveways serving non-residential uses intersect Collector Streets.
 - (i) Left-turn lanes shall be a minimum of 100 feet in length plus the taper,
 - (2)(ii) Right-turn lanes shall be required when the projected or existing right-turning volume equals or exceeds 100 vehicles in the peak per-hour;
- (3) The City Engineer determines, based on a A traffic impact analysis, indicates that such treatment is necessary to avoid congestion and/or unsafe conditions on the Public Street.

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(c)(f) Driveway Grade

The Grade of a two-way, one-way or divided Driveway shall not exceed four percent (4%) for a minimum distance of 25 feet from the edge of the Street pavement.

(g) Sight Distance

(d)—

- Direct-Access Driveways shall be located to allow for the fellowing minimum sighted distance based on the intersection type (full or partial Access) and the Street type.
- Sight distances shall be determined by a professional engineer licensed by the State of Kansas <u>utilizing the most recent AASHTO Green Book Standards*</u>, and shall be based on the design speed of the Street or on the 85th percentile speed, whichever is higher. (*A Policy on Geometric Design of Highways and Streets.)

	Speed		Minimum Sight Distance (in Feet)		
Street Type	miles per hour	feet per second	8-seconds	9 seconds	10 seconds
Arterial	45	66	529	594	660
	40	59	472	531	590
Collector	35	51	408	4 59	510
	30	44	352	396	440
Residential	25	37	296	333	370

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(e)(h)Driveway Spacing

All Direct Access to any Public Street shall be in accordance with the City's adopted Access Management Policy, following standards:

(1) Multi-Dwelling, Group Living and Nonresidential Access

(1)(i) Arterial Streets

Direct Access to an Arterial Street is discouraged. prohibited except

- a. in redevelopment or infill situations where the subject property has no other reasonable Access to the Street system, the Access location shall be determined based on and the City Engineer's determination es that Access onto the Arterial Street, based on and considering the Street's Ultimate Design, configuration. can be safely accommodated.
- b. When direct Access to an Arterial Street is approved by the City* Engineer pursuant to the requirements of this section, the following standards apply. In the event that such standards cannot be met because of an unusually narrow or shallow Lot size, the City Engineer may reduce the spacing between cuts as long as the reduction does not result in an unsafe traffic condition. A Driveway Access allowed under this section shall be used only to serve a Detached Dwelling on the property or an existing business and will be reevaluated when the use or Lot size changes.

(i)1. Spacing from Signalized Controlled Intersections

All Driveways providing Access to Arterial Streets shall be constructed so that the curb line extended from point of tangency of the curb return radius closest to a signalized or stop sign-controlled intersection is at least 300 feet or beyond the limits of the area of influence of the intersection as defined in the accepted TIS, whichever is greater. from the perpendicular curb face of the intersecting Street.

(ii)2. Spacing from Other (Non-signalized) Access Points

All Driveways providing Access to Arterial Streets shall be constructed so that the curb line extended point of tangency of the curb return radius closest to all non-signalized Street or Driveway intersections is at least 300 feet from the closest perpendicular curb face of the intersecting Street or Driveway intersection.

(2)(ii) Collector Streets

Direct Access to Collector Streets shall be regulated in accordance—with the following standards. In the event that such standard cannot be met because of an unusually narrow or shallow Lot size, the City Engineer may reduce the spacing so long as the reduction does not result in an unsafe traffic condition.

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(i)(iii)Attached Dwelling, Detached Dwelling and Duplex-Lots

Direct Access to Collector Streets from Attached Dwellings, Detached Dwellings and Duplex Lots is prohibited except when the subject property has no other reasonable Access to the Street system and the City Engineer determines that Access can be safely accommodated.

(ii)1. Spacing from Signalized Controlled Intersections

All Driveways providing Access to Collector Streets shall be constructed so that the curb line extended from point of tangency of the curb return radius closest to a signalized or stop sign-controlled intersection is at least 300 feet to the closest from the perpendicular curb face of an intersecting Arterial Street or at least 250 feet to from the perpendicular curb face of an intersecting Collector or Local Street or Driveway.

(iii)2. Spacing from Other (Non-signalized) Access Points

All Driveways providing Access to Collector Streets shall be constructed so that the curb line extended from point of tangency of the curb return radius closest to a non-signalized Street or Driveway intersection is at least 250 feet from the closest perpendicular curb face of the intersecting Street or Driveway.

(2) <u>Detached Dwelling, Attached Dwelling and Duplex Access to Local and Collector Streets</u>

Direct Access to Collector Streets is prohibited except when the subject property has no other reasonable Access to the Street system and the City Engineer determines that Access can be safely accommodated.

(i) Detached Dwellings

(from Chapter 16) Each property containing a Detached Dwelling shall be allowed one Driveway curb cut with the following exceptions:

- Interior lots will be allowed two Driveway curb cuts if the length of the lot line adjacent to the street is at least 100 feet.
- Corner lots will be allowed two curb cuts if the length of either lot line adjacent to the street is at least 100 feet.
 - These two curb cuts may both be constructed along one lot line or one along each lot line; however, both curb cuts may only be constructed along one lot line if that lot line is at least 100 feet in length.
- c. Through lots will be allowed two Driveway curb cuts if the length of the lot line adjacent to the each street frontage is at least 100 feet. (new text)

(ii) Attached Dwelling Lots

<u>Driveway standards for Attached Dwelling Lots are provided in Section 20-503 of this Chapter.</u>

(iii) Duplex Dwelling Lots

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Two curb cuts are permitted on a Duplex Lot in accordance with Section 16-302, Sketch C of the City Code and as shown in Section 20-915(b) and (c).

(iv) Lots with Alley Access

Alley Access is permitted and a preferred Access alternative, where available.

(v) Cul-de-Sac Lots

Not more than one Driveway curb cut per lot is permitted on the bulb of a Cul-de-Sac as required in Section 16-302(A)(4).

(vi) Distance from Intersecting Streets (from Chapter 16)

- a. Driveway curb cuts on corner lots shall be at least 25 feet from the curb line extended of a Local Street.
- Driveway curb cuts on corner lots shall be at least 50 feet from the curb line extended of a Collector or Minor Arterial Street.
- c. Driveway curb cuts on corner lots shall be at least 75 feet from the curb line extended of a Major Arterial Street.

(vii) Distance from Other Driveways

Driveway curb cuts on the same lot shall have a minimum of 20 feet between the inner edge of the drives measured at the curb line.

(3) Waivers

- (i) Waivers from Section 20-915 these Access standards may be approved by the Planning Director City Engineer if the City Engineer determines that the requested waiver will not create a serious detriment to the safety or operation of traffic on the Street or roadway and only for infill or redevelopment projects where no other feasible option exists.
- (ii) The burden of proof that the requested waiver will not create a serious detriment to the safety or operation of traffic on the Street or roadway will be on the applicant. The City Engineer may require that the applicant for a waiver submit a traffic impact study pursuant to Section 20-916 Error! Reference source not found. if it is determined that such an analysis is necessary in order to render a competent decision on the requested waiver.
- (ii)(iii) Waivers from the Driveway standards outlined above may be reviewed by the Driveway Review Committee established in Chapter 16-302 of the City Code.
- (iii) (iv) A Driveway Access allowed with a waiver shall be used only to serve an existing Detached Dwelling or business on the property and for no other purpose.
- (iv)(v) The action of the City Engineer in granting or denying a waiver under this section shall be reported on the agenda of the next meeting of the Planning Commission after the action. Any party aggrieved may appeal the grant or denial of a waiver to the City Commission in writing within 14 days of the Planning Commission meeting at which the item appears on the agenda. The waiver shall not become effective until the expiration of the 14 days.

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appeal period or, in case of an appeal, until the City Commission has acted on the appeal.

(v)(vi) A Landewner-granted an Access waiver shall submit a letter to the City Engineer acknowledging the waiver and the fact that if circumstances change such that the property can meet the city's Access standards, the Access shall be immediately revised to comply with the city's Access standards.

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(f)(i) Driveways per Parcel along Local and Residential Collector Streets

(1) Unless otherwise specifically restricted, one Driveway opening shall be allowed per 200 feet of continuous Street Frontage. At least one Driveway shall be permitted for any Lot.

(2) Parcel with 200 feet of Frontage or less may apply for a second Driveway if it is to be shared with an adjoining Parcel, provided that the required minimum spacing is maintained. In such cases, only one Joint-Use Driveway will be permitted.

(3) Alleys are permitted and preferred Access alternatives.

(g)(j) Use of Joint-Use Driveways

(1) Joint-Use Driveways shall not be used as aisles for Access to Parking Spaces.

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The Lawrence Association of Neighborhoods (LAN) has been following the Text Amendments for Parking Standards for nearly one year. LAN requested that parking standards for duplexes be included in the Parking Text Amendment review. To date there has been no discussion that LAN is aware of regarding duplexes. More neighborhoods are coming forward regarding their concerns about problems created by *stacked parking* allowed for duplexes. **LAN neighborhood representatives unanimously support removing stacked parking from the duplex parking standard**, making the standard the same as all other multi-family dwelling units- one parking space per BR with **NO stacked parking**.

Building large duplexes has become a trend throughout the city. Stacked parking is a financial incentive for developers to add more renters, thus increasing the density by as much as 50% without providing adequate parking. Cars may be stacked, bumper-to-bumper, limiting adequate egress to the street. This is problematic and not practical.

Duplexes have in the past been allowed to have "stacked parking", which may have been appropriate for families due to the shared use of cars and that families often have children who have not reached driving age. Duplex zoning is intended to be lower density transitional zoning from single-family zoned areas to multi-family zoned areas. Today duplexes are no longer primarily family oriented or modest in size but rather resemble small apartment complexes. Many are being built with 4 BR's on each side. In many cases cars spill onto the streets, as parking is inconvenient, taking up shared public space and sometimes reducing emergency vehicle access.

Over-sized duplexes threaten the destruction of historic homes and degrade the livability and attractiveness to homeowners and tenants in all neighborhoods. A duplex is considered 2 units on one property that can house as many as 8 unrelated individuals in multi-family zoned areas and 6 unrelated individuals in single-family zoned areas. City code allows single dwelling units (usually a house) to have 4 unrelated individuals in multi-family zoned areas and 3 unrelated individuals in single-family zoned areas.

Given the high density of duplex units today and that they no longer target families, they should have the same parking standard as all other multi-family and congregate living units- one parking space per BR with <u>NO STACKED PARKING</u>.

Sincerely, Candice Davis LAN Chair



Lawrence Association of Neighborhoods

Dear Planning Commissioners,

5-18-16

The Lawrence Association of Neighborhoods (LAN) has been concerned in recent years about the evolution of duplex zoning and it's increasing negative impact on neighborhoods. We urge you to consider updating these regulations, especially with regard to parking.

Problems with the present Duplex Zoning:

Density should increase incrementally from duplex, triplex, fourplex, and higher multi-dwelling units. Problems have arisen because duplex parking codes allow stacked (tandem) parking. Stacked parking allows an increase in the number of occupants without providing adequate access and regress for vehicles. Additional logistical problems are created when located off of narrow allies versus wide city streets.

Current city parking codes for dwelling units require:

Single-family-lowest density zoning (usually houses, family-living, can stack cars; often in driveways).

Duplex –lowest density zoning in multi-family (can stack cars, may **not** be family-living).

Triplex – one parking space per BR (no stacked parking).

Fourplex- one parking space per BR (no stacked parking).

Larger multi-dwelling units - one parking space per BR plus one space per 10 units for visitors and guests (no stacked parking).

Duplex, triplex, fourplex indicate the number of units on one lot (4 unrelated individuals can live in one unit in multi-zoned areas, 3 unrelated in one unit in single-family zoned areas). The number of BR's is determined by the number of parking spaces that can be provided on each lot. Stacked parking can increase the number of BR's by as much as 50%.

Desirable property development that increase profits is now the 4 BR duplex=2 units=8BRs and the 3BR duplex=2units=6 BRs that allows stacked parking. Four BR and three BR duplexes "game" duplex regulations. The two BR family-oriented units of the past have now become small apartment complexes, appealing to investors, but problems for neighborhoods. Duplex occupants crowd neighborhood streets when they avoid stacking their vehicles and instead use on-street parking spaces.

Duplexes have become high-density, non-family, units in what should be low-density zoned areas. Parking is an effective tool to control density. Why should a duplex be allowed to count stacked spaces as if they were legitimate parking spaces? Such a parking policy leads to an increase in density without providing adequate access and egress for vehicles. This has incentivized building large duplexes in low-density zoned areas.

LAN believes that duplexes should have the same parking requirement as all other multi-dwelling units, one parking space per BR. Updated planning that meets present day use helps promote stability and vitality in the city and in all neighborhoods by encouraging responsible development and redevelopment.

Sincerely, Candice Davis, Lawrence Association of Neighborhoods Chair; Oread Resident